

~~SECRET~~

DD/SGT 3010

3 JUN 1967

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Report on the Agency Honor Awards Program

1. Submitted herewith is the Inspector General's report on the Agency Honor Awards Program which is administered by the Honor and Merit Awards Board and the Office of Personnel. Also attached, for your signature, are memoranda to the Deputy Director for Support and the Director of Personnel requesting responses to recommendations in the report which are addressed to them. Copies of the report have been distributed to the Deputy Director for Support and to the Chairman of the Honor and Merit Awards Board. Since we believe this report will be of interest to the other directorates and independent offices, distribution has been made accordingly.

2. As a result of the survey, we have concluded that the honor awards program is well balanced and ably administered by persons dedicated to the effort of honoring Agency personnel for meritorious performance and service. However, we found that honors were unevenly distributed by type of award and among components, and action has been recommended which we believe will correct this situation.

3. We believe that knowledge of formal honors awarded should be more widespread in the Agency and that emblems could be worn by many recipients of awards after they retire. Recommendations have been made for action in these two areas of increasing recognition of the fact that the Agency honors meritorious performance. With regard to the public service awards program, we believe that its merits should be re-examined in another few years to determine whether it is fulfilling the functions for which it was created.

4. Three programs to recognize wage employees with small cash awards for outstanding performance have proved salutary. Additional programs of this sort might improve morale and performance in other parts of the Agency where there are few spurs to initiative.

[Redacted Signature]

Inspector General

25X1

Distribution:

1 - Each Survey Report

GROUP 1  
Excluded from automatic  
downgrading and  
declassification

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0

~~SECRET~~

*att: DO/567-3010*  
**SECRET**

INSPECTOR GENERAL SURVEY  
of the  
AGENCY HONOR AWARDS PROGRAM  
May 1967

**SECRET**

SECRET

AGENCY HONOR AWARDS PROGRAM

	Page
Summary and Conclusions	i
I Problem and Scope	1
II Authority	4
III History	6
A. Introduction	7
B. Honor Awards: 1951-1966	7
C. Public Service Awards	11
D. Individual Programs	14
IV Awards: Number and Distribution	15
A. Incidence Compared with other U.S. Agencies and Departments	15
B. Type and Level of Awards	18
C. Valor Awards	19
D. Awards by Component	21
E. Retirement, Resignation or Death	24
V Administering the Program	26
A. Introduction	26
B. Honor and Merit Awards Board	27
C. Security	34
D. Office of Personnel	36

SECRET

SECRET

## SUMMARY AND CONCLUSIONS

25X1 1. The Agency's formal honor awards program, for valor, merit, and service, covers the major areas in which special recognition of personnel appears to be desirable. There are also three individual programs of small cash awards which recognize outstanding performance by wage employees whose jobs are routine and afford no opportunity for change or advancement. There are other places in the Agency where similar programs might also be used to improve morale and performance. [Recommendation No. 6] The total program is well articulated with clear demarcation among the several types of awards, including suggestion and invention awards also authorized [ ] which are not covered in this study. The Honor and Merit Awards Board and the Office of Personnel have administered the awards program ably and with sincere regard for the purposes it serves.

2. Some concern has been expressed that the rate of 0.5 awards per 100 employees is too low, especially in view of the some six-fold higher average rate (2.9 to 3.4 per 100 employees CY 1962-1964) of other federal agencies with similar honors programs. The lower rate may result to some extent from the smaller number of Agency retirees. Some agencies customarily bestow awards at this time. While the number of Agency performance awards might increase with the retirement rate, the two service retirement awards added to the program in the June 1966 revision may be found to be adequate and more appropriate in many cases. Since the lower Agency rate represents higher standards it should not be considered a problem. There is merit in maintaining a high prestige level for formal awards.

3. If the program is underused, three weaknesses exist which might, if corrected, change the situation. Criteria for the Certificate of Merit are too general; guidelines for determining who might be nominated for it are not adequate and are probably differently interpreted. [Recommendation No. 2] Secondly, there is no systematic method for evaluating individual performance over a period of time to bring to attention personnel who may deserve recognition. Lastly, it appears that all officials down the chain of command do not equally understand the program of awards or their own responsibility for nominating personnel under their jurisdiction for appropriate recognition. [Recommendation No. 3]

4. Almost as many Intelligence Medals of Merit have been given as Certificates of Distinction; and the lesser of the two certificates, the Certificate of Merit, has been given less often than either of the two higher merit awards. While the smaller number of Certificates of Merit may result from the inadequate criteria noted above, high standards may again partially explain the situation. Some relation between the level of awards and the number bestowed might be considered normal, but no

SECRET

SECRET

ratio should be attempted. There are numerous ways outside of a formal honors program to reward and recognize personnel, such as commendations, quality step increases, and assignments to higher positions. To reserve honorary recognition to highly significant contributions, or truly exceptional performance, would seem to be a legitimate policy decision.

5. The option of granting emoluments with the two certificates was removed in the 1966 revision of the regulation. Money had been given with these awards at a decreasing rate during the past few years. The decision increases the importance of the honor awards as such and properly assigns monetary rewards to the incentive program of suggestion and invention awards.

6. The Clandestine Services has received some 40 percent of the awards made since the beginning of the program in 1954. Some have felt that this is an undue share. The number of awards is not limited. The Honor and Merit Awards Board acts only upon recommendations made to it and the Board's record of objectivity is unimpeachable. Whether more personnel in the Clandestine Services perform functions which afford an opportunity to make outstanding contributions to Agency missions is a moot question. If the percentage of the total awards received by other components should be larger, their officers carry the responsibility for making appropriate nominations.

7. Two exceptional service awards were added to the program in the June 1966 revision to cover an area similar but not exactly comparable to the military Purple Heart. Service under hazardous situations could not be recognized previously, except, for example, through unusual use of merit awards. This problem has now been eliminated; merit awards relate only to meritorious performance -- an exceptional service award may be granted in addition if appropriate; and valor awards relate only to heroism or outstanding performance under hazardous conditions. The total number of awards made annually for the last five years has been in the 70's; but an additional 50-some awards were made in FY 1966 to personnel who had served in the crisis areas of Vietnam and the Dominican Republic. Some awards were postponed until FY 1967 when the more appropriate service award would be ready for use.

8. At the time the program was designed, security considerations limited the recognition that ordinarily accompanies formal honors given to employees. Only the senior officials of the Agency are notified of the ceremony to bestow the award, to which the awardee may invite, when appropriate, family members and a small number of colleagues. Since many security problems have been overcome, it is now possible to consider giving recipients of awards wider recognition, and at the same time to inform the community more widely about the fact that significant contributions have been made and recognized. [Recommendation No. 4] Proposals for wearable emblems, such as lapel pins or ribbons, were also discarded in the early 1950's for failure to agree on the question of

SECRET

SECRET

security. It now appears possible that this proposal can be favorably reconsidered. Recommendation No. 17

9. Invitations to nominate Agency personnel for private and quasi-governmental award programs were rejected until mid-1957 when principles governing the selection of personnel were adopted to avoid security problems. Since 1960 when the program became really active, as a result of efforts by the Office of Personnel which administers it, 28 nominations have been submitted for eight programs and 14 Agency employees have received awards. While the program of public service awards has been considerably more effective during the past three years more support might be forthcoming if some Agency-wide committee such as the Honor and Merit Awards Board were called upon for assistance. Recommendation No. 77 In view of the restrictions placed upon nominations, the program should be re-examined in another few years to determine whether, in fact, it is serving the purposes for which it was started, namely, to contribute to Agency morale and to improve the Agency's public image.

SECRET

SECRET

Recommendations

<u>Number</u>	<u>Page</u>
1	31
2	33
3	33
4	34
5	36
6	38
7	39

SECRET

25X1

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0



SECRET

# I. PROBLEM AND SCOPE

1. Problem: Equity, effectiveness and efficiency in the administration of the Agency's formal awards program.

25X1 2. Scope: This study is concerned with the scope of the Agency's awards program [ ] revised in June 1966) and with its administration, except for "Suggestions and Inventions Awards" [ ] which is sufficiently different to require separate treatment. It will cover Agency merit and valor, and service awards, and the external program called Public Service Awards to which the Agency subscribes.

25X1

3. Morale and performance, the ultimate functions of a recognition system\*, are most reliably measured by attitude and cause-effect studies. These entail time-consuming research techniques which are beyond the limits of this study; therefore, effectiveness as used in this study pertains almost entirely to the manner in which the organization and procedures established for the program actually operate. The data consist largely of a summary of the development of the program; statistics on the types and distribution of awards, and the procedures used to select nominees, make recommendations, and bestow awards on Agency personnel.

4. Longevity awards, as provided in FY 20-37.c recognize length of service, an inflexible variable. They will not be treated in depth in this study since they involve no problems of initiation or coordination. The a priori assumption that some form of formal recognition for service per se heightens employee identification with the Agency is based on reasonable logic. Any profitable inquiry as to whether longevity awards achieve their purpose would require the extensive techniques referred to above as beyond the limits of this study.

25X1 25X1 5. Other programs to recognize personnel are authorized in [ ] four special programs exist in the Agency: two cover particular groups [ ] the third is a monetary award for a contribution to the publication Studies in Intelligence; and the last is an award for safe driving conferred by the Office of Logistics. These will be touched upon only briefly in this study.

25X1

6. Exceptional Service Awards were authorized [ ] as revised in June 1966. Final procedures for administering these awards

25X1

\*This does not mean that the intent to confer honor per se upon members who have distinguished themselves in the service of the Agency is not bona fide, or that it cannot be considered an end in itself. It is only to say that recognition systems are functional in the life of an organization or society.

SECRET

SECRET

are now being completed, but none had been conferred at the time of this study. Therefore comment upon this program will be limited.

7. Studies of social phenomena are influenced by the inevitable biases or preconceptions of those who make them. These should be set forth as clearly as possible so that any conclusions might be subject to measurement by others. A few which might enter into this study are set forth below.

8. Other available means of giving recognition to employees for their performance in the Agency bear upon the extent of the need for formal awards programs. For example, recognition is an integral part of the Agency's normal practice in administering grade-step pay increases, Quality Step Increases and promotions, in writing fitness reports, and in determining assignments (especially to leadership positions). It is normally extended by (or at least available to) responsible officers at all levels in personally acknowledging dedicated or fine service, as well as in writing commendations. There is also what might be called a quasi-formal program of recognition in selecting personnel for special training, such as the Agency's Mid-Career Course, and in nominating candidates for external study such as provided by the Brookings Federal Executive Fellowship (six months), the National Institute of Public Affairs' Career Education Awards (one year), and the Defense Intelligence School (14 weeks), in addition to the war colleges. These normal Agency practices provide numerous instruments for bringing special recognition to employees throughout the organization, and many of these forms of recognition are greatly esteemed and confer considerable honor.

9. Formal honors programs should be guided by certain principles. They should, for example, be limited to performance which is exceptional or distinguished; be clearly defined if opportunity to achieve them is restricted to certain situations (e.g., "high position" or "heroic action"); or, if they are not so delimited, be applied evenly throughout the organization.

10. The first principle is explicit in the definitions of Agency awards, i.e., "distinctly exceptional," "outstanding," "especially meritorious," "conspicuously above normal duties." In practice, therefore, the number of awards should be limited if they are to maintain their prestige, especially in view of the availability of other forms of recognition in the Agency.

11. The second principle bears upon general employee morale. If special honors are severely limited, for example, to acts of heroism, there is no reflection on the majority who have no or only unusual opportunity to qualify for such an award. But if the award, for example, is for generally meritorious service, employees may measure themselves or their immediate colleagues against those in other sections of the

SECRET

SECRET

organization who have been selected for recognition. Should these awards be unevenly distributed, the question of equitability and morale problems stemming therefrom could develop. Our organization may be particularly vulnerable to a seeming problem of uneven distribution: one component addresses itself to clandestine operations, one to scientific frontiers, and another to sometimes dramatic communications work -- all of which are relatively easy to perceive and to measure. Other components, as well as elements within the above mentioned, are perhaps more absorbed in administrative, support, or analytical work in which meritorious service is not as easily perceived or documented. Questions about lower awards in the system and problems in their administration should be anticipated.

12. Hypothetically the number of awards would be expected to vary directly with the level of the award: a smaller number of the highest and a larger number of the lowest, since, inter alia, the number of high officials is small in relation to the total population which presumably might aspire to some recognition. It has been suggested in previous studies that the Agency program is underused. While this observation may be correct, the execution of an awards program in general is determined by the philosophy of honor awards -- and philosophies may conflict. The bias in this study (if such it is) is toward an eclectic use of honor awards and, as necessary, the creation of other means to recognize, say, superior performance which still remains within the normal duties expected for the position held.

SECRET

SECRET

## II. AUTHORITY

1. Public Law 83-763. The Incentive Awards Act of 1954 established one authority for all U.S. Government award programs. U.S. departments and agencies are encouraged to develop a wide range of programs to recognize the contributions of their employees and for other purposes described in "Government Employees' Incentive Awards" Title III as follows:

"cash awards to, and . . . honorary recognition of, civilian officers and employees of the Government who by their suggestions, inventions, superior accomplishments, or other personal efforts contribute to the efficiency, economy, or other improvement of Government operations, or who perform special acts or services in the public interest in connection with or related to their official employments." [Sec. 304.(a)] "Exceptionally meritorious special acts or services" [Sec. 304.(b)] are also to be recognized.

2. The Civil Service Commission has the responsibility and authority to establish regulations for departmental or agency awards programs. The Commission has defined incentive award to mean either a cash award, an honorary award, or both, and identifies three types of awards in the Federal Personnel Manual, as follows:

Cash Awards: "A Monetary Award." A scale is provided for tangible benefits, and guidance is given for handling intangible benefits.

Non-cash Awards: "A contribution which does not meet the standard for a cash award may be recognized by a letter of appreciation, a certificate or other appropriate means."

Honorary Awards: ". . . An award granted in recognition of an employee contribution. . . in recognition of continued distinguished service, a singular achievement or an act of personal heroism. It may be granted independently of or as a supplement to a cash award. It is not intended however to serve as a substitute for a deserved monetary award."

25X1

SECRET

SECRET



25X1

4. Authority for all Agency awards programs resides in the DCI, and he retains the power of accepting, rejecting or changing recommendations made to him by the Honor and Merit Awards Board (HMAB) for Agency merit awards. In practice the DCI nominates personnel for Presidential awards and for certain Public Service awards (e.g., the Rockefeller) but exercises approving authority over nominations for other Public Service awards made to him by the Deputy Directors and Heads of Independent Offices through the Director of Personnel. The Executive Director-Comptroller may exercise this approving authority for him. Responsibility for administering service awards (longevity, retirement) is largely a matter of routine processing by the Office of Personnel in accordance with policy established through the HMAB, but the Board retains a direct interest. The Director of Personnel, who chairs the HMAB, has been independently charged by the DCI with particular responsibility for protecting Agency interests in the bestowing of honors. This same concern resulted in assigning a security adviser to the Board. He is appointed by the Director of Security.

5. Programs which are not Agency-wide may be developed, but "no formal recognition program may be established by an Agency component without the approval of the Director of Personnel." [redacted] Four such programs entailing modest expenditures now exist.\*

25X1

6. [redacted] Acceptance of foreign awards, decorations and gifts is discouraged and largely forbidden. Procedures are established for handling and reporting (mandatory by Act of Congress) such presentations where they cannot be avoided.

25X1

---

\*These are separate from the Agency Suggestion and Invention (incentive) Awards program.

SECRET

SECRET

## III. HISTORY

A. Introduction

1. When the "Honor Awards" regulation [ ] was published in 1955, the Agency was only some eight years old.\* The work which shaped the program was done by the Working Group on Honor Awards chaired by [ ] Its final report was submitted to the CIA Career Service Board on 9 January 1953. While there was precedent in the formal recognition systems of older government agencies, this Agency's experience had been largely in incentive programs. In view of this situation, the original program for recognizing meritorious performance was remarkably sound. Awards for valor and merit were distinguished from each other, and these honor awards in turn were separated from emolument awards which were earlier authorized as an incentive to efficiency [ ] This clarity was achieved despite the fact that the enabling Public Law bore the title "Incentive Awards" and tended to mix honor awards with money payment for achievements leading to economies and improvements.

2. Two characteristics mark the development of the awards system over the next twelve years. First, the program expanded: two honor awards were added to meet a demand for a more graduated merit scale; and new types of awards were created as new situations arose which seemed to require some form of recognition, namely for service per se -- i.e., longevity (which had been recognized as a potential category in 1953) and later retirement, and then for hazardous service in which substantial numbers of employees later became involved, e.g., in the Congo, Dominican Republic and Vietnam. Second, the clear distinctions made in the original program were lost in this accretion process: all three elements (valor, merit and money) were combined in one or more awards for some eight years.

3. As experience and different types of awards accumulated, the philosophy of honor awards was debated and a more articulated system evolved. The 1966 revision returns to several clearly separated categories of awards for performance, service and contributions to efficiency. Valor and meritorious performance are again distinguished from each other, and both are recognized by honor awards; service is also recognized by honor awards, but these are distinguished from the preceding group (i.e., performance) by, in addition to their innate

---

\*Honor awards were given in 1954; the regulation was published on 13 April 1955.

SECRET

~~SECRET~~

character, more or less automatic extension to all employees in specified groups, e.g., longevity-retirement on one hand, and service under hazardous conditions on the other; and the provision for Agency participation in Public Service Awards is retained. And last, emoluments are defined as incentive awards for suggestions, inventions and similar improvements and separated from meritorious performance.

B. Honor Awards: 1951-1966.\*

1. On 24 July 1951, approximately four years after CIA emerged from its predecessor organizations, the first regulation for an awards program was published as [ ] Honor awards were authorized, but the title reflects its predominant character as an "Incentive Awards Program" which is further borne out by the name of the body which administered it under the chairmanship of the Assistant Director for Personnel, namely "Efficiency Awards Committee." Its major concern was to make cash awards for suggestions leading to savings and improvements.

2. When the first revision of this program was published as [ ] on 21 April 1953, the Administrative Expense Act (Public Law 600, 795th Congress) and the Classification Act of 1949 were cited as its authority and honor awards were modified to be simply "commendation" awards to supplement emoluments, or where money could not be granted. Two months previously in 1953, [ ] authorized an Honor Awards Board under the jurisdiction of the Career Service Board; advisory functions and administrative responsibilities were assigned to Personnel. At the same time, 20 February 1953, the intent to recognize service after ten years was published in [ ] "Longevity Awards" (revised in November 1958 in [ ]).

3. The first exclusively "Honor Awards" Regulation [ ] of 13 April 1955 (under authority of Public Law 83-763) distinguished between valor and merit with two medals in each category. These four medals have been retained through all the changes in the system with only minor adjustments in definition to adapt a valor award to the realities of Agency missions. The 1966 revision makes the difference between the two types of awards explicitly by listing them, for the first time, under their respective titles, as follows:

- [ ] (1) Valor Awards
  - (a) Distinguished Intelligence Cross (DIC)
  - (b) Intelligence Star (IS)
- (2) Merit Awards
  - (a) Distinguished Intelligence Medal (DIM)
  - (b) Intelligence Medal of Merit (IMM)

4. During the first two calendar years in which the program actually operated (1954 and 1955) only eight awards were made, of which

\*For Presidential Awards received by Agency personnel see Appendices page 48.

~~SECRET~~

SECRET

six were for merit. Since the IMM had not been recommended to the Honor Awards Board as often as had been expected, a third merit award in the form of the Certificate of Merit (CM) was added. The definition of this award, "for sustained superior performance of duty or a significant single act of merit," included an option to accompany the certificate with an emolument of \$100. Public Law 83-763 places a heavy accent on "deserved monetary awards," but not all Board members were convinced of the desirability of attaching emoluments to honor awards.

25X1

5. 1956 Change. [ ] published 23 July 1956, which includes the new CM, the new title "Honor and Suggestion Awards" reflects the common enabling authority for the awards programs. Separate bodies continue to administer the two programs (honor and incentive). The chairmanship of the Suggestion Awards Committee is shifted from Personnel to the Management Staff, and the voting chairmanship of the Honor Awards Board is turned over to the Director of Personnel, who had been acting as adviser to the then responsible Career Service Board.

6. The number of awards made in Calendar Year 1956 increased to 30, but the increase did not come in the new certificate. Only two CM's were given while 16 IMM's were bestowed and the DIM reached an all-time high of eight. In the valor field, four Intelligence Stars were awarded, but no DIC. Approximately the same situation pertained in Calendar Year 1957 when only six of the total of 29 awards were Certificates and 17 were IMM's. No valor award was made. In CY 1958 the total number of awards dropped by 50% to 14: six CM's, seven IMM's and one DIM -- again no valor award.

7. 1959 Change. In viewing the situation the Board concluded that a more graduated scale of merit awards was needed. The Certificate of Merit with Distinction (CMw/D) was inserted above the CM to fill what was apparently too large a gap in the scale between the IMM and the CM. Concern at the limited use of valor awards further led to the decision (approved in 1958) to provide for valor in the definition of this new award, as follows: "superior performance under unusual conditions, including acceptance of hazardous situations." The CMw/D also carried an optional emolument of \$200 to \$5,000. Thus the trend away from mutually exclusive categories became complete when the CMw/D was first awarded in CY 1959. It contained all three elements -- valor, merit, and money.

8. 1959-1962 Change. There was a substantial increase in the number of awards made in all categories in CY 1959. A total of 64 awards was distributed as follows: the CM and CMw/D were each awarded to 20 employees; the IMM to 17; and the DIM to four; three Stars were awarded for valor, but again no DIC. The total number of awards dropped to 46 in both CY 1960 and 1961 but in 1962 reached what became almost a plateau with 76.

SECRET



SECRET

9. Individual changes made in the program and its administration were publicized in the revisions of 1961 and 1962. For example: the addition of the sixth award; the expansion of the now Honor and Merit Awards Board to include representation from the newly created DD/S&T and from the DCI's office; the appointment of the Director of Personnel as the permanent voting chairman of the Suggestion Awards Committee, reflecting the phasing out of the Management Staff in May 1961; and the description of Agency practices with regard to Public Service Awards for the first time ([redacted] of the 15 March 1962 revision).

10. 1964-1966: Comprehensive Revision. The first major overhaul of the program of honor awards was made in [redacted] published 21 June 1966 after two years of intensive consideration and debate by the Board. The official record for this period documents the meticulous concern with which the Board addressed the task of establishing a comprehensive recognition system in accord with U.S. traditions and the unique needs of this Agency. The practical problems the Board had faced for several years in attempting to make appropriate awards had exposed certain overlaps and gaps in the system. For example, the CMw/D, designated as a merit award but providing for the element of valor, was not always a satisfactory solution when the Intelligence Star was not appropriate. In a study made by the Office of Personnel of awards made from 1954 through 1964 it was stated that the fact that performance had been under hazardous conditions was a significant factor in making not only CMw/D awards but also CM and IMM awards.

c. Service Awards

- (1) The Exceptional Service Emblem in the event of death or injury . . . "in the performance of hazardous duties or as a result of actions by forces or persons hostile or unfriendly to the United States."
- (2) A certificate of Exceptional Service " . . . for effective performance of duty while serving under conditions of hazard or extreme hardship."

SECRET

SECRET

While these two awards are not alternatives for valor awards (i.e., heroism or outstanding acts of achievement under hazardous conditions) they provide a means of recognition which was previously possible only by extending the use of the merit awards. Consequent to establishing the service awards, the element of valor was withdrawn in the revised definition of the CMw/D in the 1966 regulation.

12. Over the years some Board members have expressed concern that the highest of the two valor awards, the Distinguished Intelligence Cross, has never been awarded despite the fact that Agency employees had been in military crises as serious as any they might presumably face. Failure to award the DIC, it was felt, had meant in practice that the Agency had compressed all recognition of valor per se into one medal, the Intelligence Star, and thus had not distinguished between acts of valor. Some have argued that the standards set for the DIC should be lowered or that it should be abolished. Others have argued that another valor award with less stringent requirements should be created, either retaining the DIC or eliminating it. Nonetheless, the view has prevailed that the two medals are sufficient to cover all cases where valor awards are appropriate: the DIC as the Agency's supreme recognition for heroism; and the Intelligence Star, which was liberalized in the 1966 definition by replacing the term "heroism" with "acts of courage performed with distinction under hazardous conditions . . . (or at) grave personal risk." Cases in which merit is predominant but valor is also present can be handled, it is believed, by bestowing a merit award and an exceptional service award.

13. Board practice also showed a distinct trend away from attaching money to honor awards. In the first three years after the CMw/D was created, money was given with every award (a total of 38). In the next three calendar years, 1962-1964, the proportion of CMw/D's to which money was attached decreased, respectively, as follows: 70%, 47% and 11%. Money was given with every CM awarded during the first six years (80) but decreased to 75% of the awards in each of the succeeding three calendar years 1962-1964. By FY 1966 emoluments had become the exception. For the Certificate of Merit only four out of the 29 awarded carried money grants. In the case of the Certificate of Merit with Distinction, only five out of the 48 had emoluments attached.

14. Even with the substantial decrease in the practice of awarding money with the two merit certificates, the final decision to eliminate emoluments from the honor awards program did not come easily. A variety of formulas was proposed, the practices of other organizations were observed, and the relationship between honorary and monetary recognition was debated. No one principle serves to determine whether an honorary award carries any less prestige because an emolument is involved. This is a value judgment or a philosophical problem. In this instance, several factors led to the decision to withdraw emoluments from honor awards, for

SECRET

SECRET

example: the availability of other means of granting monetary rewards (e.g., promotions, Quality Step Increases, suggestion and invention awards); and concern that competition for "bonuses" would develop and, inter alia, reflect adversely upon those making the decisions as to who should be given awards. But the driving force behind the decision appears in large part to have been the firm conviction that the prestige of meritorious service was best expressed by conferring honor alone.

15. The other addition (as opposed to change) made to the awards system by the Board in the revised regulation was in the field of service awards. Two retirement awards were created: a bronze emblem to represent 15 years of service, and a silver emblem to represent 25 or more years (or service since the Agency was founded until such time as the Agency is 25 years old). These service awards also fill what could have been considered a gap in the program, namely, recognition for those for whom no performance award had been appropriate throughout their careers, but for whom some tangible expression of appreciation is desired.

#### C. Public Service Awards

1. In the first half of the 1950's some members of the Career Council who were responsible for the Agency's internal award program believed that it might be feasible and desirable to nominate employees for certain private and quasi-governmental public awards. At that time the Agency took the position that security considerations, inter alia, precluded participation in any public recognition program.

2. In June 1956 General Cabell, then DDCI, wrote to the Chairman of the Career Council as follows:

"In view of our objective to attract and retain the best qualified personnel available for work with the Agency . . . the policy stated above should be re-examined . . . there may be deserving Agency employees (particularly in the DD/I and the DD/S components) who, within the appropriate standards of security, could and should be nominated . . . In addition to the positive morale benefits that may be realized . . . there is also a certain prestige that the Agency would derive from awards to our personnel."

He concluded by asking the Council to consider the problem, seek the advice of the Office of Security, and make recommendations to him.

3. The Director of Personnel, Gordon Stewart, forwarded the Council's recommendations, with the concurrence of the Deputy Directors and the Office of Security, to General Cabell in 1957. The lapse of one year between the D/DCI's request and the Council's response is a measure

SECRET

~~SECRET~~

of the conflicting judgments which had existed from the beginning over the advisability of Agency participation in public recognition programs. Some felt then and continue to believe that the restrictions dictated by security could cause internal problems, e.g., of employee morale among those who were necessarily excluded from consideration. Further, some believed that the Agency's own awards system was adequate for morale purposes.

4. The DDCI concurred in the Council's proposals for participating in four programs and establishing general principles related to security, protecting the future careers of employees, and excluding certain categories of employees. Under these proposals the Career Council, with the Director of Personnel as Chairman, assumed responsibility for screening nominations. There was little activity during the first years until the program was stimulated by the first successful nomination: Lyman Kirkpatrick received one of the ten Career Service Awards given by the National Civil Service League in 1960.

5. Responsibility for the program shifted from the Career Council to the Personnel Advisory Board, and the Office of Personnel directed its attention to the problem of stimulating interest among the several components. But the program limped along for the next few years: personal appeals were made to Deputy Directors and heads of independent offices for nominations; attempts were made by the members of the Office of Personnel to suggest candidates (e.g., from among recipients of Agency awards); and last-minute efforts were required to prepare appropriate recommendations for nominations to the sponsoring organization.

6. Public Service Awards appeared in the regulations for the first time in the March 1962 revision of [redacted] described the practices of the Agency and listed the five programs in which it participated, as follows:

National Civil Service League Career Service Awards:  
(Minimum of ten years of Federal service, including military).

Arthus S. Flemming Awards  
(under 40 years of age; administrative, scientific and technical fields).

William A. Jump Memorial Awards  
(under 37 years of age with considerable service in public administration).

Rockefeller Award  
(between 45 and 60 years of age with a minimum of 15 years of Federal government employment in administration, foreign affairs or international operations, and science, technology or engineer as three out of the five categories pertaining to Agency functions).

~~SECRET~~

SECRET

Federal Woman's Award

(GS-9 or above; contribution to Federal career service, to publicize the wide variety of careers for women in Government).

7. A more formally organized program began to take shape in 1962 when the DD/S and the Director of Personnel pinpointed several weaknesses in the program which appeared to be susceptible to administrative correction. Experience during the previous two years had shown that notices requesting nominations failed to filter down below heads of Career Services, that knowledge of the program was not widespread, and that consideration of candidates for more than one award was not adequately coordinated.

8. More effective procedures for obtaining and processing nominations were instituted in 1963. While the response from components was still weak in 1964 and 1965, the hit-or-miss basis of nominating employees which has obtained previously was diminished. [redacted] "Public Service Awards," published 3 August 1965, drew together information about the award program which had been presented in less official documents in previous years and described nine private and quasi-governmental awards for which the Agency accepted invitations. In June 1966 the Office of Personnel published a supplement to its [redacted] also entitled "Public Service Awards," which outlined the nature and requirements for eight awards,\* listed Agency employees who had been nominated since 1960, and identified the 1966 winners of the awards by position and parent organization. Revised [redacted] of June 1966 deleted the listing of specific awards within the Public Service Awards program.

25X1

25X1

25X1

9. Since 1960 when the program really became active, CIA has made 28 nominations, and of these 14 Agency employees have received awards. In FY 1967 the program began to operate successfully for the first time. By August 1966 the Office of Personnel had received nominations from components for five of the eight awards for which invitations are customarily received between October and spring. The business of making selections, drafting citations and coordinating with the Office of Security, and other thus proceeded in orderly fashion and without problems.

---

\*The Rockefeller award, which has never been won by an Agency employee, was not listed, but the Agency still accepts the invitation to nominate. The other four, in addition to those listed on above are: Federal Government Accountants Awards; National Capital Award (by young professionals and architecture, engineering, and applied sciences); Horace Hart Award (public service in Printing and Publishing); Paperwork Management Award (effective management of paperwork in the Federal Government).

SECRET

SECRET

D. Individual Programs

1. Public Law 83-763 urges the heads of departments and agencies to develop programs which will contribute to the efficiency of Government operations. Consequently, [ ] permits the creation of recognition programs within any component upon the approval of the Director of Personnel. The Studies in Intelligence Award of \$400 given annually for the most significant contribution to the literature of intelligence submitted for publication in the Studies is one of four such special programs.\* 25X1

2. Two incentive programs are concerned with the morale of employees who are in isolated areas, engaged in more or less routine, manual work limited in salary potential, and who are in situations which do not lend themselves to participation in the suggestion awards program, or any other recognition program. These programs provide small bonuses to recognize superior performance.

3. Sometime in 1960 the Director of Personnel (Gordon Stewart) suggested that some kind of recognition program should be created at [ ] where employees come under the Wage Board. The idea was revived in late 1963 and a program was approved by the DCI. [ ] Superior Performance awards consist of one quarterly \$25 award and two annual awards of \$100 to an employee and his supervisor. The awards and the recognition extended in ceremonies at the warehouse apparently are effective in establishing an esprit de corps among these employees and an identification with the Agency. 25X1

4. In 1966 the head of Agency activities [ ] noted that 25X1

[ ]  
The first four superior performance awards were given in March 1966, each for \$150. While the number is not limited in the authorization, it is expected that some four to six will be given annually in the range of \$100 to \$300. Funds for these special awards are budgeted, as are all expenses for the Agency's awards programs, by the Office of Personnel. As was the case [ ] this recognition seems to have been effective in helping these employees (largely coming under the Wage Board) to identify with the Agency with a consequent rise in morale. 25X1

5. The Office of Logistics makes awards for safe-driving records (10 and 15 years) to Agency chauffeurs. Again, this tangible symbol and the prestige conferred for superior performance is a matter of satisfaction for these employees.

\*See Appendix, page 47 for definition as printed in the publication.

SECRET

#### IV. AWARDS: NUMBER AND DISTRIBUTION

25X1 Late in the course of this study the Recorder, [ ] 25X1 [ ] compiled a list of all recipients of awards from September 1947 through September 1966 by name, date, type of award, and awardee's component. These data can be broken down in a machine run by type of award or component, or by one within the other.\* An earlier report by the Office of Personnel covers the period CY 1954 through CY 1964 but differs from the current listing which covers all awards given by the Agency or received by Agency-connected personnel, i.e., including military awards to personnel detailed to the Agency and non-Agency government awards received by Agency personnel--which the earlier report does not. However, the original report analyzes other factors, such as year and retirement. Neither study contains data on the type of job held by the awardee, GS grade, or whether the award was for performance in the field or headquarters (or both). While these data are not essential, they might bear upon certain questions about the distribution of awards among components and types of awards. Some consideration might be given to recording such additional factors in the future.

Even though certain adjustments can be made, such as updating the original study with the two subsequent annual reports on awards, the totals of the two compilations cannot be made comparable. The original report, plus the two subsequent annual reports by fiscal year cause figures for the second half of 1964 to be entered twice in finished data. Further, the current listing includes awards for the first quarter of FY 1968. The higher figure for the original supplemented study--i.e., approximately 677 against some 651 (excluding non-Agency recipients and awards) in the current compilation--seems to be accounted for largely in double counting of awards in the two certificates. Nonetheless, data from the original report provide interesting information, and, with proper qualification, have been drawn upon to a substantial degree in this study.

##### A. Incidence Compared with Other U.S. Agencies and Departments

25X9 1. Comparatively few awards were made during the first five years after the Agency's formal honors program was established, namely: starting with the first year of operation in CY 1954 and running through CY 1958 the total figures were 5, 3, 30, 29 and 14, respectively. In CY 1959, after both certificate awards had been added to the four medals, the number more than doubled that of any previous year to 64, but decreased to 46 in CY 1960 and 1961. For the next four years (CY 1962 through

---

\*See Table 1 in Appendices, page 41

SECRET

1964 and FY 1965) the number of awards made yearly stabilized in the 70's (i.e., 76, 73, 77 and 78, respectively). By eliminating from consideration those awards given in FY 1966 in conjunction with the Dominican Republic and Vietnam crises, which skewed the total for the year to 122 awards, the remaining 72 awards continued this pattern.\* (See Table 2 in the Appendices.)

2. The Office of Personnel compared the number of awards per 100 employees made by CIA for FY 1962 through 1964 with data compiled by the Civil Service Commission for Federal agencies with similar programs. (See Table below.) The average number of awards per 100 employees for the latter agencies was 3.3, 3.5 and 2.9 for the respective years; the comparable figures for CIA were 0.4, 0.5 and 0.4, or roughly one to six or seven for the average of the Federal agencies. Since CIA has given relatively the same total number of awards for the past five years, it might reasonably be assumed the same relation to other organizational award programs persists.

Table A

SUPERIOR PERFORMANCE AWARDS PER 100 EMPLOYEES\*\*  
FOR TEN U.S. AGENCIES FOR FYs 1962, 1963, and 1964

<u>Agency</u>	<u>FY 1962</u>	<u>FY 1963</u>	<u>FY 1964</u>
Government-wide (all agencies)	3.3	3.5	2.9
Highest Agency (over 2,000 emp.)	8.6(Se1.S.)***	10.4(Se1.S.)***	8.9(Se1.S.)***
Lowest Agency (over 2,000 emp.)	0.1(ICC)	0.0(ICC)	0.0(ICC)
State	0.9	1.3	1.0
Defense	4.5	4.9	3.5
AEC	2.5	1.6	1.4
AID	1.6	1.2	2.7
CIA	0.4	0.5	0.4

3. One factor affecting the incidence of awards is retirement. The report on other government programs does not indicate what proportion of awards was made in conjunction with retirement. But, given the American tradition of making awards to retirees on the one hand, and the age of the Agency on the other, part of the difference in the number of

\*The FY 65 total was not substantially effected by awards connected with these crises.

\*\*The study embraced all six of the Agency's honor and merit awards and their counterparts in the other agencies.

\*\*\*Selective Service System.

SECRET



SECRET

awards per 100 employees might be attributed to this factor. The Agency was not in a position to consider service retirement awards until recently.

4. While a comparison of the number of Agency honor awards with those of other U.S. agencies is of interest, no single principle can be applied to determine the most desirable ratio. Nor is there any valid reason why CIA's practice should necessarily conform to that of any other government organization. Missions, types of work, and general climate, all factors which bear upon formal recognition systems, vary from agency to agency. Further, philosophies about formal honor programs vary. These range from a belief in high, not to say exceptional, standards to maintain prestige in the awards, to a preference for less stringent requirements so that awards can be extended to a greater number of persons as testimony to loyalty and commendatory performance.

5. The Planning Staff of the Office of Personnel concluded its analysis of awards made under the program through CY 1964 with the following statement:

"Notwithstanding a liberal, well conceived, and broadly based Honor and Merit Awards program, CIA appears to dispense its formal emblems of recognition with an exceedingly sparing hand."

HMAB minutes show that while the original program of four medals was intended to be selective, the second merit medal (the IMM) in particular was not given as frequently as had been expected. Further, there were fewer occasions to make valor awards (the highest one, the Distinguished Intelligence Cross, has never been given) than was assumed when these awards were established. The two merit certificates were introduced with the explicit intent of extending honorary recognition in the Agency. The Certificate of Merit was particularly designed for personnel in lower grades whose functions do not lend themselves to outstandingly significant contributions.

6. In its study of the Office of Personnel in 1964, the Inspector General suggested that the Honor and Merit Awards program might be underused as a recognition and incentive tool. The Director of Personnel agreed that "this program could be used more than it has in the past." He further indicated that procedures were being instituted to educate senior and middle managers to appreciate the scope of the program in an effort to have it used more fully.

7. Board members are inclined to agree that the program could be used more extensively; but this does not seem to be synonymous with any desire on their part to increase the number of merit awards appreciably. The Board has tended to expand the system in the service categories, and precedent has placed a high value on performance awards. If this is the philosophy governing the Agency's award system, and it is adhered to, then the only relevant question would relate to equity in

SECRET

SECRET

dispensing awards. That is, is every employee who might be qualified for an award given equal consideration? The answer to this question rests in comparing the degree and nature of attention given by different components to recommending employees for awards.\* To increase the number of awards for the sake of increase would be a barren exercise and one possibly counterproductive to the functions of an award system. The Board has partially taken care of what may have been considered underuse of awards by introducing service awards.

#### B. Type and Level of Awards

1. The second major observation made by the Planning Staff of the Office of Personnel as a result of its study of the distribution of awards (CY 1954 - 1964) was:

"The important gradations that ought to differentiate the successive levels of recognition in any awards program have not always been evident in the administration of CIA's Honor and Merit Awards program."

Such a conclusion assumes that the number of awards should vary inversely with their level. It also assumes that opportunities for meritorious performance exist in the same roughly comparable ratio throughout the larger population of employees as they do, for example, among those in higher grades or in selected positions. These assumptions beg the question of the underlying philosophy which may determine the shape of a recognition system.

2. In expanding upon its observations the Staff said:

". . . Logically, one would expect a chart of such awards to follow a pyramidal shape, with a very small number of DIM's at the pinnacle, more IMM's at the next level down, still more CMw/D's below, and a far larger number of CM's at the base. But this is not our record. During each of the last 3 years [1962-1964] for example, our lowest service award -- the Certificate of Merit -- was awarded less frequently than the prestigious Intelligence Medal of Merit! As a matter of fact, in the 10 years since it was established, the CM has been awarded a total of 128 times against 143 [sic]\*\*IMM's during the same period."

---

\*See "Nominating Procedures" pages 32-33.

\*\*The table shows 146.

SECRET

~~SECRET~~

However, when the base year used is CY 1959 (when both CM's and CMw/D's were being awarded) there were more CM's (114) than IMM's (103) awarded through CY 1964.

3. In each of the last four years (1963-1966) more CMw/D's than IMM's have been awarded. However, if those awarded in conjunction with the crisis areas for FY 1966 are excluded, an equal number (27) of each award was given in this year. In the same period, fewer CM's were awarded than either CMw/D's or IMM's. Excluding awards for performance in the Dominican Republic and Vietnam, CM's accounted for only 10.2% and 14% of all awards in FY 1965 and FY 1966 respectively; at the same time CMw/D's accounted for 42.2% and 38% respectively. The total number of the three lower merit awards given during the past four years was as follows:

Table B

Number of CM's, CMw/D's and IMM's Given for  
Calendar Years 1963 and 1964 and Fiscal Years  
1965 and 1966

<u>Year</u>	<u>CM</u>	<u>CMw/D</u>	<u>IMM</u>
CY 1963	12	30	13
CY 1964	19	27	24
FY 1965	8	33	26
FY 1966	<u>29</u>	<u>48</u>	<u>33</u>
Total	70	138	96

4. The CM was created in 1956 to recognize employees in lower grades (GS-9 and below according to the Recorder) for sustained superior performance. When it was not used to the extent anticipated, the CMw/D was inserted in the program in 1959 above the CM. Since that time the CMw/D has increased its spread over the IMM and even more significantly over the CM. [See Table 3 in the Appendices for the number of awards and their respective percentage of the totals for CY 1959-1964, FY 1965 and FY 1966 (with and without Dominican Republic and Vietnam awards.)]

#### C. Valor Awards

1. The same report made by the Planning Staff of the Office of Personnel in 1965, makes the following observation:

"Eleven years ago CIA authorized two awards for valor -- the Distinguished Intelligence Cross for voluntary acts of heroism involving conspicuous fortitude, and the Intelligence Star for acts of heroism performed with praiseworthy fortitude. Since that time hundreds of our people

~~SECRET~~

SECRET

have exposed themselves to hardship and danger in line of duty -- in Laos, Viet Nam, Cuba, the Congo, and elsewhere. Some have died. But not one has received a DIC because, so far, we have made its standards unattainable. We have -- unnecessarily -- compressed our recognition for heroism into the single mold provided by the Intelligence Star."

2. In the eleven-year period covered by the report the 34 Intelligence Stars awarded comprised a little over seven per cent of all honors awarded. Nine more Stars were awarded in the next two years, or 4.5% of the total for that period. The only relevant question, however, is not the proportion of valor awards made in the total, since opportunities for such performance are in many ways sporadic as well as rare, but whether the honors program provides adequate awards to honor those who have displayed valor.

3. Even at the time the Staff made its observation the CMw/D (created in 1958) also recognized valor in this, otherwise, merit award. The CMw/D definition included the clause

"... for superior performance or service under unusual conditions, including acceptance of hazardous situations. . ."

In an effort to determine the single factor which predominated in the decision to make an award, the Personnel Staff studied a sample of 248 out of the total of some 463 awards made through CY 1964. In the sample of 91 CMw/D's (80% of the total 115) awarded, the Staff ascribed the award to valor (three for heroism and 17 for hazard) in 20 cases. Further, seven IMM's and ten CM's, out of smaller samples, were ascribed to valor.

4. Two developments culminating in 1966 have changed the situation for valor awards. While the Board has retained the Distinguished Intelligence Cross as originally created, it has redefined the Intelligence Star to remove the restricting term heroism and extend its scope to cover valorous conduct as follows:

"... acts of courage. . . under hazardous conditions, or for outstanding achievements or services rendered with distinction under conditions of grave personal risk."

The same June 1966 revision  includes two new awards for those serving "under conditions of hazard or extreme hardship." In practice the Board can bestow a service award to recognize hazardous duties together with a merit award for exceptional performance. If these service awards had been available earlier, some of the confusion and delay which attended consideration of recommendations for personnel who served in the Dominican Republic and Vietnam would have been avoided.

25X1

SECRET

SECRET

In summary then, the Star did not in 1964 and does not now necessarily "compress our recognition for heroism into (a) single mold. . ."

5. If the highest valor award is intended to be comparable to its counterparts in military agencies -- which it is in definition, there would seem to be no reason to remove it from our system simply because it has not yet been bestowed. Senior officers have recommended the DIC several times but the Star has been awarded as a more appropriate form of recognition for the occasion. The view has been maintained that the Cross should be retained in order that unique acts of heroism may be properly recognized if and when they should occur.

6. The only question, then, would seem to be whether a third valor award for performance should be created. The judgment of Board members throughout the years has vacillated to the extent noted above, that is by inserting an element of valor in a number of merit awards.\* But the balance has swung, probably weighted by the availability of service awards for hazardous service, in favor of maintaining the Star as the major award to recognize valor and against creating fine shadings in this field. There seems to be no valid reason at this time for not resting with the possible combination of the Exceptional Service awards and a merit award for other cases.

#### D. Awards by Component

1. The Planning Staff study made the following statement on the distribution of awards (CY 1954 through 1964) among major components:

"in terms of Career Service affiliation, DD/P members have reaped the lion's share of Intelligence Stars (71 per cent) and DIM's (62 per cent)."

This skew appears again in FY 1966 awards\*\* when four of the eight DIM's were awarded in Clandestine Services and the four Intelligence Stars went to the same Component. However, the skew for FY 1966 is largely in connection with awards for performance in the two crisis areas (see Table 4 in the Appendices).

2. To place figures for the first 11 years (1954-1964) in perspective it should be noted that the two highest awards accounted for only 16% of the total of 463 awards: 34 IS's (7.3%) and 41 DIM's (8.7%). Since the Clandestine Services commands the major action element of the Agency,

---

\*See page 10 under History.

\*\*Comparable figures were not broken out for FY 1965.

SECRET

SECRET

it is logical that his personnel, who are probably more frequently in hazardous situations, will receive most of the Intelligence Stars. Also, 18 out of the total of 40 DIM's were awarded at the time of the retirement (or resignation or death) of the recipient. While retirement figures were not broken down by Directorate, this factor could account in part for the skewed distribution. It is perhaps even more important to note, with regard to all awards, that the Board does not initiate recommendations to the DCI: it only acts upon recommendations made to it by employees throughout the Agency, and these come largely from senior officers.

3. While the Clandestine Services also accounts for more IMM's than any other, the difference is not as great, namely: 36% of the IMM's during the first 11 years went to the Clandestine Services and 44% during FY 1966 (excluding the crisis connected awards). At the same time, Support personnel received 29% of all IMM's for the 11-year period and 30% of the comparable FY 1966 awards\*

4. The position of the Clandestine Services shifts to second place in the distribution of CMw/D's. In the first 11-year period, the Intelligence Directorate took 40% of the CMw/D awards, Clandestine Services followed with 31% and Support next with 26%. In FY 1966 (discounting the crisis connected awards), the Support Services took 37% of the CMw/D awards, and the Intelligence Directorate and Clandestine Services each took 22%.

5. Distribution of the CM awards for the first 11 years shows the Intelligence Directorate in the dominant position (41%), followed by Support (31%), with Clandestine Services in third position (25%). When the crisis-related awards are discounted in FY 1966 (their presence in every instance skews the pattern to place Clandestine Services awardees at the head of the list), Intelligence personnel received 60% and the balance went to those in Clandestine Services.

6. The original study covering the first 11 years of the program shows that Clandestine Services personnel received 8% more merit and honor awards than the next highest, the Intelligence Directorate (37% and 29%, respectively, with the Support Services receiving 25%). The material compiled for the current machine run (see Table 1), which covers the entire period of the awards program, shows (excluding non-Agency awards) that the gap widened: of the total of some 651 merit and honor awards, Clandestine Services personnel received approximately

---

\*See Table 5 for percentage distribution of the three merit awards among components, 1954-1964 and FY 1966 with and without Dominican Republic and Vietnam awards. Also Table 1 for gross figures on all awards by component.

SECRET

SECRET

43%, Intelligence 26%, and Support 22%. The Science and Technology Directorate, a more recent entry, claimed some 5%, and DCI personnel, relatively few in number, took some 3%.\*

7. Two inflexible variables which have not been taken into account in comparing the distribution of awards among directorates are: the number of personnel in each, which would give a base for comparison, all other things being equal; and the nature of functions in the various directorates. It is understandable that personnel in the Clandestine Services, Support, and perhaps the Science and Technology Directorates, are more often than Intelligence Directorate personnel in overseas situations where the "opportunity" for valor is present. Operational activities of these three components also may lend themselves more often to performance of a distinctive nature -- at least to a more observable, definable, and perhaps more dramatic form of activity. The nature of work in the Intelligence Directorate lends itself to certain other opportunities for distinctive work which can be measured (e.g., successful projections from analysis, discovery of significant situations). It is not only possible but probable that the work of many offices, even within the Clandestine Services (for example administration, support, reports), is so routine as to make distinctive performance less possible.

8. A third variable is flexible, namely, the procedure for spotting meritorious service and recommending personnel to the HMAB for honors recognition. If there is a weakness in the total system -- given a philosophy of honoring only exceptionally meritorious -- performance it is here and not in the construction of the awards program as it stands in the 1966 revision. Because there has been some feeling that the Clandestine Services is reaping the "lion's share" of awards, it has been suggested that officers in this component exercise caution in recommending their personnel. But, there is no limit to the number of awards which can be made, and awards result from recommendations made largely from within each component. There is nothing in the record to suggest that the Board's actions are biased in any way. Every case of acceptance, rejection (exceedingly rare), or determination to increase or decrease the level of the award has been based on the merits of the case itself.

---

\*Some awardees have been assigned to the Clandestine Services in error. Records sometimes showed the area in which the person had served rather than his career service (i.e., in FE rather than specifying Support or Clandestine Services). The percentage assigned to the Clandestine Services is thus overweighted.

SECRET

SECRET

E. Retirement, Resignation or Death

1. The study made by the Planning Staff of the Office of Personnel makes the following summary statement with regard to the number of awards made at the time of separation from the Agency for the nine-year period CY 1956 through 1964:

"A very significant proportion of all CIA awards (45 per cent of DIM's and 34 per cent of IMM's, for example) have gone to employees at the time of -- or in connection with -- their resignation, retirement or death."

The number of all awards made in conjunction with retirement [see Table C, below] ranges from 11% in 1959 to 49% in 1963 (a unique year); the median average for the nine-year period was 20%.

Table C

Awards Approved at Time of or in Connection with  
Resignation, retirement, or Death of Recipient  
by Year and Component

Number and Percentage, CY 1954 - 1964

Year	DIM		IMM		CMw/D		CM		TOTAL	
	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent
1954									-	-
1955									-	-
1956			5	31					5	19
1957	2	33	3	18					5	17
1958	1	100	3	43					4	29
1959	1	25	4	24			2	10	7	11
1960	1	33	4	33	1	11	3	14	9	20
1961	2	100	7	64	1	11	2	8	12	26
1962	7	100	9	35	2	10			18	26
1963	3	75	8	62	14	47	4	33	29	49
1964	1	50	7	29	4	15	1	5	13	18

2. There is not a perfect relationship between the level of the award and retirement but the higher awards are given more often at this point.\* The highest merit award, the DIM, has been given most frequently upon retirement (with a range of 25% to 100% annually); the second highest award, the IMM, is next most frequently given at this time (range of 18% to 64%); the CMw/D follows (ranges from 10% to 15% except for 47% in the unique CY 1963); and the lowest award, the CM, is least frequently given at retirement (ranges from 0% to 14% for six years with 33% in the unique CY 1963).

\*This factor has not been recorded for the last two years.

SECRET



SECRET

3. It is logical that recipients of medals in senior positions receive awards upon retirement in recognition of distinguished careers. Although the record has not been checked, it appears that some of the heads of career services and independent offices who have retired or resigned have been awarded the DIM or the IMM upon retirement. Policy now evolving will have to determine whether, as the number of retirees in the Agency as a whole increases, a larger number of certificates will be awarded upon this occasion, or whether the new service retirement emblem will be considered more appropriate.

4. A chart published in the Personnel Study covering the 11-year period through CY 1964 for all awards by component at the time of retirement\* shows the following:

DCI	11 out of 17, or some 65%
DDI	37 out of 136, or 27%
DDS	26 out of 115, or some 23%
DDP	25 out of 170, or some 15%
DDS&T	3 out of 21, or some 13%

These figures suggest that the Intelligence and Support Directorates may use retirement as a propitious time to bestow awards more often than Clandestine Services. These two Directorates also tend to confer more certificate awards. This leads to the further possibility that they tend to view more functions performed by their personnel as subject to special recognition on the basis of continuous performance rather than on single outstanding accomplishments.

---

\*Includes retirement, resignation and death.

SECRET

25X9

SECRET

## V. ADMINISTERING THE PROGRAM

### A. Introduction

1. The Office of Personnel has been responsible for administering all of the Agency's awards programs since 1961 when the Office of Management, which had had authority for the incentive program from 1956, was dissolved. The Director of Personnel is permanent voting chairman of the two appointive bodies authorized to make or recommend awards to higher authority and to develop policy. The Benefits and Services Division (BSD) provides the administrative support, and full-time executive secretaries for the Honor and Merit Awards Board and the Suggestion Awards Committee are personnel of its Incentive Awards Branch. The BSD is also responsible for administering the Public Service Awards program which the Office of Personnel coordinates directly with Agency components.

2. The formal organization for the honors programs is logically anchored in the Office of Personnel, whose official functions coincide with the objectives of a performance and service recognition program. Similarly, it was logical to anchor the suggestion awards program in the Office of Management: its official functions included stimulating employees to seek office improvements in efficient work methods and techniques. With the demise of the management staff, the logical successor was the Office of Personnel under the Directorate for Support: its normal duties encompass some of the objectives of the incentive program (e.g., morale) even though it is not directly concerned with management methods, techniques or procedures.

3. In the last analysis the prestige of honors awarded depends upon senior officials throughout an organization. Their attitude establishes the value of the recognition they seek for others, and their actions generate the traditions of the honors system in determining who is to be formally honored for what.

4. The character and vitality of an honors program, on the other hand, is determined largely by the formal organization which guides and administers it. Efficient administration is necessary, and this has been present in full measure. But the real life of the program depends upon the ability of those in the formal organization -- in this case the Office of Personnel in tandem with the Honor and Merit Awards Board -- to engage the serious interest of responsible officers throughout the Agency.

5. The careful development of the awards programs to now cover all major areas, where special recognition is deemed appropriate, is a tribute to those who have been formally charged with its administration. A good deal of credit for the guiding philosophy belongs to the Recorder,

SECRET

SECRET

25X1

[redacted] whose expert knowledge has been drawn upon for some 15 years by Boards to differentiate between types and levels of awards and their appropriate use. But the credit for maintaining the tone of the honor program is shared by all those who have been associated with the formal organization and have given it their serious attention. It is one thing to carry on traditions already established, but it is quite another to create a system for an institution which by its very nature usually evolves along with the life of the organization.

6. Decisions have been made on many major factors governing the honors program, e.g., in eliminating emoluments, and in maintaining only two valor medals while establishing service emblems for hazardous duty. Practice to date has been eclectic, but there are a few areas in which philosophy governing the program has not clearly evolved, for example with regard to: the level of performance to which the second of the two certificates should be extended; the conferring of performance awards upon retirees, and the general practice of participating in public service award programs. These will be touched upon in the sections below.

#### B. Honor and Merit Awards Board

1. The Honor and Merit Awards Board (HMAB), as presently constituted and operating, handles its case load and policy questions in biweekly meetings with occasional special sessions. All material normally needed to judge cases is in the hands of Board members several days before scheduled meetings, and the Board's time is further used economically because the Recorder and the Chairman submit drafts on substantive issues for consideration before meetings. The quorum necessary to conduct business is largely guaranteed by the appointment of alternates (who also receive all agenda material) for each of the six voting members\* and they often participate in the work of the Board. Any overall increase of workload could be handled by increasing the number of regular meetings which could be borne in part by the alternates if necessary.

2. Tenure. Under the original regulation members were appointed for one fiscal year, with reappointment permitted. There has usually been some carry-over of membership, but the turnover has been relatively high in recent years. The 1966 revised regulation now sets no time limit on appointments. Headquarters Notices announce the Board membership as "until further notice", thus also avoiding a previous weakness through which the term of one Board could lapse before a new one had

---

\*One representative for the DD/S, DD/I, DD/P, DD/S&T, and DCI's Office, and the Director of Personnel.

SECRET

SECRET

been appointed. In a further step particularly intended to keep members well oriented to the Board's responsibilities, a "Portfolio" was prepared to provide basic documents on the Board's functions, reports on the distribution of awards, and case studies of awards (i.e., formal recommendations from the sponsoring official, profile of the nominees, and types of awards approved).

3. An experienced membership is a requisite in any field which depends upon familiarity with an established philosophy and involves comparative judgments. Therefore it is hoped that the regulation will establish longer continuity of service for Board members. Accumulated experience in handling security problems of the awards program is equally important. (Recommendation 5 on Security Adviser is under Sec. C, page 36.)

4. Policy Decisions. The major policy decisions represented in the 1966 comprehensive honors program testify to the effective work of the Board over the years. Some policy questions are currently being worked upon and others will undoubtedly arise in time; but no new major questions are anticipated in the near future.

5. Two proposals for new awards during FY 1966 did not seem to place an undue burden on the Board in spite of the higher than average case load with which it was confronted because of the Vietnam situation. [See Table 4 in Appendices.] Decisions on many recommendations for Vietnam awards were considerably delayed because the system at that time did not contain hazardous service awards and proposals by other agencies similarly affected were being considered. These cases were further complicated by lack of clarity as to whether they were based on performance over a longer period of solely on the hazardous service crisis in Vietnam.

6. Both proposals involving policy decisions were rejected. A unit award to recognize equally all individuals engaged in a common group effort had been considered and rejected two years previously. In the Dominican Republic situation, which gave rise to the suggestion, the Board noted that 21 of the 44 persons involved had already been given individual honor awards and that other means of recognition for the others were available, e.g., the Quality Step Increase commendation, and now the Exceptional Service award. The earlier position was also affirmed because on at least three occasions in FY 1966, i.e., group developments in communications, weapons systems, and reports analysis, the persons cited had been given individual awards, sometimes on different levels. It was, therefore, determined that a unit award "was neither necessary nor desirable," the former because the available awards were adequate, and the latter because a unit award would be inequitable. The Board accepted the principle that two persons rarely perform identically in any situation. There is usually a leader who is a focal or stimulating point.

SECRET

SECRET

7. The second suggestion made to the Board in FY 1966 was to create a special Agency award for non-CIA personnel serving on inter-agency committees (e.g., of USIB chaired by the Agency). After due consideration the Board concluded that the Agency program did not properly lend itself to this use but suggested two alternatives for the Executive Director-Comptroller to consider, namely: a community intelligence decoration suitable for both military and civilian personnel; or awards by each agency to its own personnel assigned to such bodies. The latter proposal is consistent with long-standing Agency practice: the Board has recommended a total of some 40 such military awards to personnel detailed to the Agency from the armed services. [See Table 6 in Appendices.] The Mobilization and Military Personnel Division of the Office of Personnel assures that appropriate recognition by their own services is recommended for military personnel detailed to the Agency. This office keeps track of the assignments of such personnel and acquaints their assigned offices, when necessary, with military service awards practices.

8. Retirement Policy. The official decision with regard to retirement awards (i.e., service) was published in the FY 1966 regulation revision as follows: "Honorable service terminating in retirement which meets the criteria set forth below will be recognized by presentation of a CIA Retirement Emblem." These criteria consist only of length of service, and the Board assumed that the fact of retirement itself demonstrated that the service had been "Honorable." In fulfilling responsibilities placed directly upon his office by the DCI, and in accord with the judgment of the Executive Director-Comptroller, however, the Director of Personnel found that there were unique cases in which the interests of the Agency would not be served by automatically making such an award. When the Board determined that retirement awards should be made retroactive, it was discovered that a few personnel who had been allowed to "retire voluntarily" would be included.

9. In discussing security problems, the Board reluctantly agreed that the retirement emblem should not be conferred automatically on all persons possessing the requisite number of years. Minutes for 29 November 1966 reflect the Board's thinking with respect to security aspects of all awards, as follows:

"A discussion of this subject brought to light some of the steps now being taken to make certain that the prospective recipient of an Agency award, emblem, or certificate possesses an untarnished background. In this connection, [redacted] /DD/P representative/ proposed that all hands be made aware of the fact that awards may be withheld from those apparently eligible for them when it has been determined by the Executive Director that it is not in the best interests of the Agency to grant them."\*

\*For discussion of other security aspects, see Section C, "Security," especially pages 34-35.

SECRET

SECRET

Later discussion of the security problems of service retirement awards led to a determination of policy concurred in by the Executive Director-Comptroller, namely: a determination of honorable status at the time of retirement qualifies a retiree for an award, and a meticulous examination of the entire work history of a proposed recipient is not necessary.

10. The list of recipients of merit medals suggests that most of the senior officers who have retired from the Agency have received either the DIM or the IMM. In general these awards are undoubtedly proper since the selection of officers for the most responsible jobs in the Agency is based upon careers which have demonstrated unusual capabilities and performance. However, the attainment of high position does not necessarily equate with performance which is, for purposes of formal honorary recognition, supposed to be exceptionally distinguished. If a pattern is set, e.g., of honoring senior officers upon retirement, it would be difficult to diverge from it. It has become evident in the course of this study that even one questionable honor award inclines knowledgeable persons to become somewhat skeptical about the whole recognition system. It is hoped that the Board can hew to its own principle of objectivity based on performance criteria established for recommending awards to the DCI -- at all levels.

11. It is believed that the increase in retirements in the next few years may give rise to an increase in nominations for honor certificate awards to retiring personnel. Presentation of nominations by sponsoring officials vary in their impact and lead to the possibility that awards will be unevenly distributed, especially should retirement come to be looked upon in some areas as a propitious occasion for recognizing steady but not necessarily outstanding contributions to the Agency. The need for more definitive policy, especially for certificate awards, is becoming increasingly apparent. [See Recommendation Nos. 3 and 4, pages 33 and 34.]

12. Wearable Emblems. Lapel buttons for personnel who had received certain Agency awards were considered by the Career Service Committee Working Group on Honor Awards in 1952. The representative for the Office of Security reported that it would be "impossible to authorize the wearing of a distinguishing device that will associate the individual with CIA." The Board assumed, since the Office of Security did not object to wearable emblems as part of an honor award, that the reservation was a matter of degree rather than principle. Devices which did not identify the Agency were available and the following action, as reported in the Group's minutes of 19 July 1952, was taken:

"It is moved that the Working Group prepare a list of various types of physical identification which would indicate long service and that each type suggested be rated by the Working Group in terms of effectiveness, desirability and security."

SECRET

Several designs were prepared, but opinions remained divided about the use of a wearable emblem and the proposal was abandoned.

13. The climate surrounding the custom of bestowing honor awards has changed considerably in the last 15 years. General security problems related to the wearing of emblems by Agency personnel after they retire appear to have been met, but special problems remain with respect, for example, to a few personnel who serve in some deep cover capacities throughout their careers or in their last years. Some now believe that recipients of honor awards should, within the bounds of security, have the opportunity to wear emblems after they retire. A wearable emblem it is felt, is a status symbol which would increase identification with the Agency and be a spur to morale.

It is recommended that:

No. 1

a. The Director of Personnel direct the Recorder of the Honor and Merit Awards Board to prepare a proposal for appropriate emblems which could be worn after retirement by recipients of honor awards;

b. The Board, after consideration of such a proposal, present its opinion to the Executive Director-Comptroller.

14. Decisions and Appeals. Approximately 90% of the Board's recommendations to the DCI in FY 1966 supported the proposal as submitted to it by the sponsoring office. This high rate of acceptance results to some extent from the fact that some officers consult Board members to determine whether an award or the proposed level would be appropriate. On such occasions the Recorder, and probably other members of the Board have sometimes suggested that a written commendation or a Quality Step Increase would be more appropriate. Component representatives on the Board might encourage the practice of seeking advisory opinions, especially from lower initiating levels. A more likely explanation of the high rate of affirmative action is the care with which sponsoring officers appear to screen their nominees and the confidence placed in their judgment by the Board.

15. Of the 122 awards approved in FY 1966, only one was rejected as inappropriate and some 11 were changed by the Board from the recommender's original proposal as follows: eight received lesser awards -- three from DIM to IMM, three from IMM to CMw/D, and two from CMw/D to CM; and three cases received higher awards -- Intelligence Star to DIM, CMw/D to Intelligence Star, and CM to CMw/D. In addition, after it was decided to create the Exceptional Service awards, four cases recommended for performance awards in connection with the Saigon bombing were shifted to this category, to be conferred in FY 1967. Only two other awards recommended by the same office were not made: these were withdrawn by the originating office after the Board proposed a higher award in one case, instead of the same level for each as originally recommended.



16. Board minutes and observation at several meetings support the conclusion that the HMAB has made adequate provision for discussing cases, especially with originators, and for hearing appeals. In some cases the Board may consider its adverse decision final and simply report its action to the initiator -- as it did in one FY 1966 case where it recommended a letter of appreciation as more appropriate in view of the normal functions expected of the officer. In most instances, however, it is willing to hear appeals which are usually brought to its attention by the Recorder, or sometimes by the component's representative, who informs the originator of the action taken. The Board reversed its own initial decision on several cases after hearing an appeal. It is standard practice in more complex cases to invite the originating office to brief the Board on details which cannot be included in the formal recommendation, for example, in sophisticated scientific achievements and communications work. Aside from the unique situation of the Saigon bombing, which took considerable time over a period of months in discussing and redrafting numerous interrelated recommendations, the Board has usually been able to decide cases at the same meeting in which the additional information is made available to it.

17. The Board believes that the purpose of the recognition system is best served by conferring the honor as soon as possible after the meritorious action which has given rise to it. The Board's practice in this respect is good: it usually acts upon recommendations within two weeks of their receipt. When additional information is required, action is not usually delayed more than another two weeks (the normal period between Board meetings). The ceremony conferring the award takes place as soon as those officiating can schedule it, invitations can be extended, and the conferee can be present in headquarters. In general, all of these procedures are very efficiently carried out.

18. Nominating Procedures. Knowledge about the honor awards program seems reasonably widespread among senior officers, and component representatives agree that the nominating system works satisfactorily for the most part. Senior officials seem to be genuinely interested in having their personnel recognized for meritorious service and discuss this matter in their staff meetings. Below this level it is possible that the responsibility for bringing meritorious service to attention may not be exercised evenly throughout all elements of the Agency. There is a noticeable absence of nominations from several elements, but it is a moot question as to whether this results from a lack of qualifying personnel or failure to recognize or act upon meritorious performance. Senior officials, absorbed in the complex problems of their offices, cannot be expected to perceive more than the dramatic or otherwise obvious contributions. Supervisors throughout the organization should be made aware of their opportunity and responsibility for stimulating proper recognition for meritorious service by their personnel.



SECRET

19. The concern expressed over the comparatively small proportion of certificates awarded, and especially the Certificate of Merit, suggests the possibility that some personnel engaged in the more routine aspects of the Agency's work may be overlooked. Whether this is the case, or these jobs seldom lend themselves to distinctive performance, or the philosophy of the awards program largely excludes performance which is simply "superior" within the job description, is a moot question. But, even assuming a general agreement on what constitutes eligibility for the CM, the question can still be asked as to whether this award is being equitably conferred throughout all elements of the Agency.

20. In view of the reasonable doubt that criteria for the Certificate of Merit are fully understood or evenly applied throughout the several components,

It is recommended that:

No. 2

The Director of Personnel have the Honor and Merit Awards Board define the phrase "sustained superior performance" in more definitive terms to clarify Certificate of Merit awards and make them more consistent. An indication of grade levels, if any, for this award would also be helpful.

When such decisions have been made,

It is recommended that:

No. 3

The Director of Personnel

a. Instruct the Honor and Merit Awards Board to develop procedures whereby each member can inform all responsible officers in his respective component about the honors program, and especially the Certificate of Merit, so that honor and merit awards will be conferred consistently throughout the Agency; and

b. Consult the Board on the feasibility of establishing a procedure, through Personnel Officers throughout the Agency, to alert the heads of major offices about cases where a cumulative record of significant commendations and achievements appears to warrant consideration for recommending certificates or other awards as appropriate.

21. No one of these recommendations is intended to suggest that nominations for honor awards should be solicited. No material used in this study lends itself to the conclusion that the total number of awards being given by this Agency is inadequate per se. The single question raised is whether awards are being given equitably, particularly the CM.

22. Publicity. There is no regular means for disseminating information about the honor awards program. The regulation is available to all and any reissue brings the subject to the attention of some personnel; senior officials bring it to attention in their staff meetings,

SECRET

SECRET

but the extent to which this filters down through the ranks is uncertain, and each awards ceremony and new awardee acquaints a few more people with the program. With the exception of a statement printed in the program of the Annual Awards Ceremony (for years of service) citing the total number of awards made during the year, information about the program or individuals honored in it is largely by word of mouth.

23. The creation of the new service awards will be publicized according to the decision of the Board as stated in its minutes of 29 November 1966, namely:

"3. PUBLICATION OF AVAILABILITY OF EXCEPTIONAL SERVICE EMBLEM AND CERTIFICATE OF EXCEPTIONAL SERVICE.

"The Board agreed that as soon as criteria have been approved governing award of these devices, an employee bulletin should be published advising all individuals of their availability and of the procedures to follow in applying for them."

24. There seems to be little reason for holding many names of awardees under a total security blanket. The very nature of a recognition program implies a reasonable awareness that honors have been conferred upon employees.

It is recommended that:

No. 4

The Director of Personnel direct the Honor and Merit Awards Board to study the feasibility of publicizing awards which have been made, and present their findings to the Executive Director-Comptroller.

C. Security

1. When provision was made for a security adviser to the HMAB, officials were concerned not only with the general problems in making awards (e.g., compartmentation, need to know, retention of awards) but with the possibility that an awardee might at some time embarrass the Agency doubly by the fact that he had been so honored. To preclude this possibility, which is still a concern, thorough name checks are conducted for all those recommended for awards.

2. The purpose of security checks was raised in connection with retirement service awards.\* A searching discussion ensued as to whether

---

\*See pages 29-30 for policy on retirement awards.

SECRET

SECRET

a person who had committed gross acts could have been retained by the Agency to occupy a position in which he could later distinguish himself. The fact was established that this had been possible in the past: a few such cases had been "swept under the rug" and were recorded, for example, only in old Inspection and Review files. Board members believe that the possibility of such occurrences is largely a thing of the past; officers today, they believe, are acquainted with the records of their personnel, the administrative system is tightened up, and an individual with a serious blemish on his record would be unlikely to be in a significant position. If the need to reject a recommended award for such reason should arise, the current practice seems appropriate: that is, of treating it on a need-to-know basis between the Office of Security (i.e., Security Adviser to the Board), an officer of the Board, and the official sponsoring the recommendation.

3. The present security adviser, [ ] construes his major function to be with the security implications of conferring awards and any attendant publicity. His office does check records on the possibility that a unique flagrant case is involved; and the Office of Personnel conducts checks through other appropriate offices.

25X1

4. The range of cases handled by the Board over the last few years -- including sensitive scientific developments, paramilitary operations, and political operations -- has exposed the security adviser to most situations likely to arise. He has outlined the security concerns for different cases, for example: whether an award can be offered at all, i.e., to a person under cover or about to go under cover; conferred on one serving overseas; what briefing is needed for family members or colleagues, and for the recipient himself; who may be invited to a ceremony and what may be said there; whether the recipient may retain the award or must leave it with the Agency for a specified period of time. In especially sensitive operations, knowledge that an award has been made must be restricted, e.g., to the DCI, the recipient and his chief at a private ceremony; in others, an award cannot be conferred upon the individual for several years because of his locus and lack of access to Agency officials.

5. The speed with which cases are processed -- on occasion [ ] has handled cases for public service awards while the secretary waited in his office -- is a tribute not only to his grasp of the total needs of the security situation but to his methodical and efficient procedures. While the honor award security concerns can now be handled largely with form memoranda, recommendations for public service awards require individual treatment in regard to security and editing of citations which takes considerably more time. [ ] sees no problem for his office in the coming year with the increased case load which the new retirement and service awards will bring. His office processes thousands of cases a year; responsibility for all honors awards constitutes only a small part of this well-organized work.

25X1

25X1

SECRET

SECRET

25X1

6. [ ] has served the Board without the help of an alternate. His assistant and his secretary are acquainted with the nature and procedures of this work, and his files contain a complete set of instructions pertaining to every aspect of security which has arisen including form letters to instruct recipients of various awards. The available instructions appear to cover almost every contingency. However, a second security officer should have some direct experience in the deliberations of the Board in order to provide full continuity of security support for the awards program.

It is recommended that:

No. 5

The Deputy Director for Support instruct the Director of Security to appoint an alternate Security Adviser to the Honor and Merit Awards Board.

D. The Office of Personnel

1. The effective execution of the total awards program is in no small measure due to the system developed to administer it by responsible officials of the Office of Personnel. Six personnel from this office are assigned to the programs as follows: Executive secretaries for the Honor and Merit Awards Board (HMAB) and the Suggestion Awards Committee (SAC) (both in the Incentive Awards Branch) and their assistant and secretary respectively; and the Public Service Awards officer in the Benefits and Services Division (BSD) who with her secretarial help is also responsible for Agency fund drives.

25X1

\*Lists of personnel eligible for longevity and retirement awards, along with other similar services, are processed in the office of the C/BSD.

SECRET

SECRET

for individual programs such as that recently developed [redacted] The work load for the Board involves processing several forms and other papers for each nomination, disseminating and coordinating them of a close time schedule, maintaining records on all cases, preparing agenda, and arranging for ceremonies. The Annual Awards Ceremony requires months of lead time to arrange the program and handle the large number of participants directly involved.

25X1

4. Every two weeks the Board receives from the Executive Secretary's office complete data on cases (i.e., nomination documents usually with citations, authorizations, and background personnel data) which permit immediate action. Each case is expedited from beginning to end -- testimony to the thorough, effective work done by this office. Its files and records are complete and in excellent order. Data is immediately available for any type of analysis -- e.g., distribution of cases, status at a given moment, time span in processing from initial receipt to final action, comparative annual figures. The work of the office moves smoothly and the staff believes it can handle a reasonable increase in the number of merit awards as well as the anticipated load of new service (retirement and exceptional) awards. This estimate appears sound: it is based, for example, on proved capability in handling 122 awards in FY 1966 (an increase of some 50 over the previous year), and in helping to set up the special recognition program for employees [redacted] along with responsibility for the Annual Awards ceremony. Such an estimate assumes that the office of the C/BSD will continue to provide timely help such as that noted for the longevity and retirement awards, and that the Director of Personnel and his deputy will be able to continue to give immediate attention to this work.

25X1

5. Award ceremonies are simple and dignified: senior officials, invited colleagues and family members of recipients (as appropriate) are present; the citation is read; the Director or his representative bestows the honor (an official picture is taken at the moment) and makes a few remarks. The whole presentation takes not more than ten minutes and flows smoothly. The importance of the atmosphere in presentation ceremonies cannot be overstressed: the presence of the recipient's official superiors and the tone in acknowledging his particular contribution are the heart of the recognition system.

6. Special Programs. Officers responsible for the personnel at [redacted] feel that their special programs provide a real support for morale. Further, members of this (I.G.) office who have been concerned with problems of morale have recommended the use of any reasonable means for extending recognition to employees who are more or less dead-ended in routine, uninspiring and isolated jobs. Such programs provide at least some incentive for maintaining performance at reasonable levels. The amount budgeted for the programs

25X1

SECRET

SECRET

by the Office of Personnel is insignificant, and cost in administering them is almost nonexistent.

7. With the exception of the special programs noted above and Safety Driving awards, the Agency has not developed an organized system for recognizing superior performance. (Commendations and Quality Step Increases could be considered in this light, but what is meant here is a group program.) Personnel situations like those [redacted] exist in other places, offices, and types of work throughout the Agency. While a burgeoning of small special recognition programs is not considered desirable,

It is recommended that:

No. 6

The Deputy Director for Support direct the Director of Personnel to look into those situations where maintenance of morale is recognized to be difficult and, considering the needs of the Agency as a whole, recommend to officials directly concerned appropriate programs to encourage and recognize superior performance.

8. Public Service Awards. At present, Public Service Awards are handled by one officer (who is also now responsible for Agency fund drives) working directly under the C/BSD and receiving support from the Director of Personnel's office. In its initial years the program could only have been described as a stepchild for want of interest in it. This was a result of the youth of the Agency (i.e., few competitors available), of the uncertainty with which the program had been adopted, and of questions as to its appropriateness for this Agency. [redacted] who retired in December 1966 after carrying the burden from the program's inception (first as secretary to career and personnel boards and later under the C/BSD of the Office of Personnel), was dedicated and exerted herself in efforts to establish it.

9. Three years ago the Office of Personnel began a concerted drive to generate interest in the program and to establish procedures which would ensure that there were appropriate nominations on a timely basis. The hit-and-miss factor in finding nominees and the last-minute efforts to prepare papers which had characterized the program were overcome in the fall of 1966. Appeals through the Director of Personnel to the chiefs of components and independent offices, distribution of explanatory material, and simplified procedures for making nominations all had their effect.\* Nominations for five of the eight private and quasi-government programs were received by the end of August 1966, in

---

\*See History, pages 8-9.

SECRET

SECRET

adequate time to process papers for the programs which extend from October through spring. The current procedure of nominating candidates for all programs at the same time has made it possible to put forward candidates for their most appropriate awards (i.e., rather than nominate a candidate for the first relevant award that is offered). The practice of calling for nominations before the invitations have been received also now eliminates the last-minute crisis of preparing adequate papers in support of Agency nominations.

10. Alone among the honor programs the Public Service awards are administered without the assistance of a representative committee. The Office of Personnel did turn to the HMAB on at least one occasion for assistance in selecting one from among five names presented for the woman's award in 1965. It is conceivable that two or more components might in the future nominate strong candidates, and, given the current practice of sending forward only one nomination for a given award, that a disinterested body should make the final selection. Such a body, representing and with ties into all components of the Agency might more easily maintain long term interest in the program.

It is recommended that:

No. 7

The Deputy Director for Support direct the Director of Personnel to request the Honor and Merit Awards Board to assume responsibility for stimulating interest in nominating, and selecting candidates from among those presented, for Public Service Awards.

There would seem to be no valid reason for otherwise changing the excellent manner in which the program is administered.

11. Whether this Agency should be engaged in public recognition programs may be a moot question at this time\*. But the nature of Agency work which restricts nominations to a point of inequity -- permitting some employees to be honored for less than others have done -- suggests that the question of Agency participation might be re-examined in another few years. Participation in the program could result in a net loss to morale, rather than in the presumed gain. Further, with regard to assumptions about the Agency's external image, an occasional public honor may have relatively little effect.

12. Administrative Organization. The Office of Personnel has been considering a reorganization to bring personnel concerned with

---

\*See section on Public Service Awards under History, especially pages 11-12.

SECRET

SECRET

various aspects of the recognition programs into a closer working relationship. A more flexible and effective use of time would be expected if all personnel and functions related to the programs were in one unit.

13. The Public Service Awards are handled by personnel who are also responsible for other activities, e.g., fund campaigns. The PSA program has enough in common with the internal honor awards program to warrant bringing the two together. There is some logic in the belief that, while not every nominee for an external award would have received an Agency award, there might be some interplay between the two, especially in future years.

14. Special programs occupy a position some place between honor and incentive awards. The special monetary awards are incentives but also are a means for recognizing superior performance. Should these programs increase they might develop a special character of their own as superior performance awards for certain grade levels. These could be handled within our general office which administers all recognition programs.

15. The Benefits and Services Division undertakes a sizeable amount of administrative support work for the personnel directly engaged in the several programs. It is possible that some of this personnel time could be attached directly to the awards office.

16. The contemplated reorganization which would place all personnel assigned to the administration of the awards programs in one unit appears to be sensible and feasible. We commend such efforts on the part of the Office of Personnel as being in the right direction.

SECRET



SECRET

## APPENDICES

Table I

Total Awards by Type and Component  
Through September 1966  
by Number

<u>Award</u>	<u>DCI</u>	<u>DDI</u>	<u>DDP</u>	<u>DDS</u>	<u>DDS&amp;T</u>	<u>Other*</u>	<u>Total</u>
DIM	5	6	32	3	5	4	55
IS	-	1	35	3	8	-	47
IMM	9	39	86	49	11	2	196
CMD	3	61**	72	47	7	-	190
CM	<u>2</u>	<u>63***</u>	<u>54</u>	<u>41</u>	<u>3</u>	<u>-</u>	<u>163</u>
Total	19	170	279	143	34	6	651

25X1



SECRET

SECRET

Table 2

Awards by Type and Year, for CYs 1954-1964  
FY 1965, and FY 1966 With and Without Awards  
Connected with the Dominican Republic and  
Vietnam, by Number

	<u>DIC</u>	<u>DIM</u>	<u>IS</u>	<u>IMM</u>	<u>OMw/D</u>	<u>CM</u>	<u>Total</u>
1954	-	3	2	-	-	-	5
1955	-	-	-	3	-	-	3
1956	-	8	4	16	-	2	30
1957	-	6	-	17	-	6	29
1958	-	1	-	7	-	6	14
1959	-	4	3	17	20	20	64
1960	-	3	-	12	9	22	46
1961	-	2	-	11	9	24	46
1962	-	7	6	26	20	17	76
1963	-	4	14	13	30	12	73
1964*	-	2	5	24	27	19	77
1965*(FY)	-	6	5	26	44	11	92
1966 (FY)	-	8	4	33	48	29	122
1966 (FY) w/out DR and VN	-	<u>5</u>	<u>3</u>	<u>27</u>	<u>27</u>	<u>10</u>	<u>72</u>
Total		54	43	205	207	168	677

\*The figures in these two years contain some duplication because of the shift from CY to FY. Consequently the grand total overstates the number of awards by a small amount.

SECRET

25X1

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0

SECRET

Table 4

Awards by Type and Component for FY 1966  
With and Without Awards Connected with the  
Dominican Republic and Vietnam, by Number

AWARD	C O M P O N E N T					<u>Total</u>
	<u>DDP</u>	<u>DDI</u>	<u>DDS</u>	<u>DCI</u>	<u>DDS&amp;T</u>	
DIM						
Total	4	1	2	-	1	8
W/out DR and VN	1	1	2	-	1	5
IS						
Total	4	-	-	-	-	4
W/out DR and VN	3	-	-	-	-	3
IMM						
Total	18	1	8	1	5	33
W/out DR and VN	12	1	8	1	5	27
CMw/D						
Total	21	6	15	1	5	48
W/out DR and VN	6	6	10	-	5	27
CM						
Total	20	6	2	1	-	29
W/out DR and VN	4	6	-	-	-	10
TOTAL						
Total	67	14	27	3	11	122
W/out DR and VN	26	14	20	1	11	72

SECRET

25X1

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0

Approved For Release 2003/04/29 : CIA-RDP84-00780R002100180020-0

~~SECRET~~

Table 6

Total Non-Agency Awards to CIA Personnel and  
 Military Awards to Armed Service Personnel  
 Detailed to CIA, by Component, through September 1966  
 by Number

<u>Award</u>	<u>DCI</u>	<u>DDI</u>	<u>DDP</u>	<u>DDS</u>	<u>DDS&amp;T</u>	<u>Total</u>
National Security Medal	4	-	2	-	-	6
Medal of Freedom	-	-	3	-	-	3
Military	-	2	40	11	9	62
Other	-	-	3	-	-	3
	—	—	—	—	—	—
TOTAL	4	2	48	11	9	74

~~SECRET~~

SECRET

#### THE STUDIES IN INTELLIGENCE AWARD

An annual award of \$500 is offered for the most significant contribution to the literature of intelligence submitted for publication in the Studies. The prize may be divided if the two or more best articles submitted are judged to be of equal merit, or it may be withheld if no article is deemed sufficiently outstanding.

Except as may be otherwise announced from year to year, articles on any subject within the range of the Studies' purview, as defined in its masthead, will be considered for the award. They will be judged primarily on substantive originality and soundness, secondarily on literary qualities. Members of the Studies editorial board and staff are of course excluded from the competition.

Awards are normally announced in the first issue (winter) of each volume for articles published during the preceding calendar year. The editorial board will welcome readers' nominations for awards, but reserves to itself exclusive competence in the decision.

SECRET

SECRET

### Presidential Awards

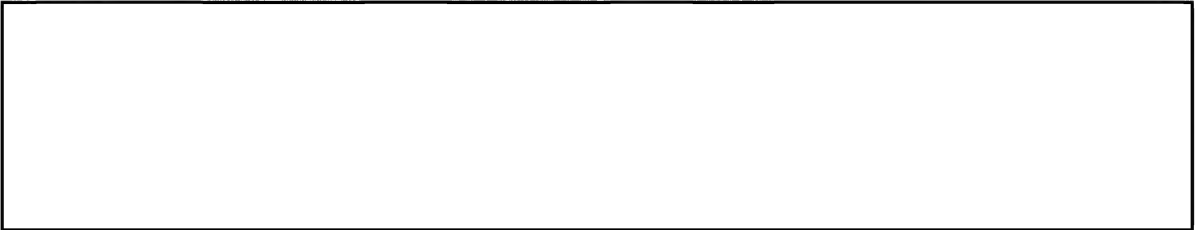
Three Presidential Awards are defined  (see Appendices Table 6), namely, the National Security Medal, Presidential Medal of Freedom, and the President's Award for Distinguished Federal Civilian Service.

25X1

The National Security Medal has been awarded to six CIA officers, as follows:

Walter B. Smith, DCI, 1953  
Colonel Edward Lansdale (DDP/FE), 1954  
Kermit Roosevelt, (DDP/NE), 1955  
Allen W. Dulles, DCI, 1961  
John A. McCone, DCI, 1965  
Vice Admiral William Raborn, DCI, 1966

25X1



STAT

SECRET